DATE: May 22, 2019

AGENDA ITEM # 4

AGENDA REPORT

TO: Complete Streets Commission

FROM: Zachary Dahl, Planning Services Manager

SUBJECT: 5150 El Camino Real – New Multiple-Family Development

RECOMMENDATION:
Recommend approval of Multi-Family Design Review Application 18-D-05 to the Planning Commission subject to the staff recommendations

---

PROJECT DESCRIPTION

This is a Design Review application for a new 196-unit multiple-family development on a 3.8-acre site at 5150 El Camino Real. The proposal includes 24 three-story townhouse units in the rear of the site and 172 condominium units in two five-story buildings along El Camino Real with one level of underground parking. The existing site, which is located on the southern side of El Camino Real at the intersection with Rengstorff Avenue, includes a 78,950 square-foot three-story office building with surface parking surrounding the building. The project site is designated as Thoroughfare Commercial in the General Plan and zoned CT (Commercial Thoroughfare).

The project's transportation impact analysis (TIA) is included as Attachment A and a condensed version of the project plans that focuses on the project's bicycle, pedestrian, circulation and parking amenities is included as Attachment B.

BACKGROUND

The role of the Complete Streets Commission is to be an advisory body to City Council on bicycle, pedestrian, parking and traffic matters. For development applications, the Commission's role is not specifically defined, but in order to be consistent with the past role of the Bicycle and Pedestrian Advisory Commission, the Commission should review and provide a recommendation on the elements of the application that pertain to bicycle, pedestrian, parking and traffic issues.

With regard to traffic analysis, the Circulation Element in the General Plan includes an implementing program (C8) that outlines the criteria for reviewing traffic and circulation for new development as follows:

> Evaluate development proposals and design roadway and access improvements based on established Level of Service standards and vehicle trip distribution to minimize impact on local residential and collector streets:
>
> 1) Require public review of any development project or other proposal that causes an intersection to degrade by one or more levels of service (e.g., LOS A to B, LOS B to D);
> 2) Require a transportation analysis for all development projects resulting in 50 or more net new daily trips. The analysis shall identify potential impacts to intersection and roadway operations,

project access, and non-automobile travel modes, and shall identify feasible improvements or project modifications to reduce or eliminate impacts. Impact significance should be consistent with the criteria maintained by the Santa Clara Valley Transportation Authority. City staff should have the discretion to require focused studies regarding access, sight distance, and other operational and safety issues;

3) As part of the development review process, the primary access for major traffic generators should be established on arterial roadways, and overall access should be designed to minimize traffic intrusion to residential neighborhoods; and

4) Only after preparation of an environmental impact report with associated findings, accept Level of Service E or F operations at City-monitored signalized intersections after finding that no practical and feasible improvements can be implemented to mitigate the lower levels of service. A proposed development that causes or exacerbates LOS E or F operations and causes a significant intersection impact should be considered for approval if it will provide a clear, overall benefit to the City (e.g., library expansion or relocation, new community center).

With regards to bicycle parking standards, the City does not have an adopted ordinance, but does rely on the Valley Transportation Authority (VTA) Bicycle Technical Guidelines as a recommended bicycle parking guideline. For general multi-family dwellings, VTA recommends one Class I space per three units and one Class II space per 15 units. A Class I space is defined as one that protects the entire bicycle and its components from theft, vandalism or inclement weather and is appropriate for long-term parking (two hours to all day). A Class II space is defined as a rack to which the frame and at least one wheel can be secured with a user provided U-lock or padlock and cable and is appropriate for short-term parking (less than two hours).

DISCUSSION

Traffic

The site includes an existing 78,950 square-foot office building that generates 550 average daily trips (ADT)[1], with 57 AM peak hour trips and 165 PM peak hour trips. The proposed project, with 196 new dwelling units, will generate 1,435 ADT[2], with 90 AM peak hour trips and 110 PM peak hour trips. This will result in a net increase of 885 ADT, an 33 additional AM peak hour trips and a decrease of 55 PM peak hour trips. Since this is over the City's threshold of 50 net new daily trips, a full transportation impact analysis (TIA) has been prepared for the project (Attachment A).

The TIA includes an analysis of the nearby street network and intersections that will receive additional traffic from the project, and evaluated the traffic conditions for four existing and future scenarios as follows:

- *Existing Conditions.* Existing AM and PM peak-hour traffic volumes at study intersections were based on new traffic counts collected in October and November 2018. Existing PM peak-hour traffic volumes at the CMP intersections were obtained from the 2016 CMP Annual Monitoring Report.

[1] Existing use trips based on peak-hour driveway counts conducted on 10/18/18 and 11/13/18. Daily traffic estimated based on peak hours.

[2] Low-Rise Multifamily Housing (Land Use 220). ITE Trip Generation Manual, 10th Edition (2017), average rates for General Urban/Suburban settings are used.

- *Existing Plus Project Conditions.* Existing plus project conditions reflect the projected traffic volumes on the existing roadway network with completion of the project. Existing plus project traffic volumes were estimated by adding to existing traffic counts the additional traffic generated by the project.
- *Background Conditions.* Background traffic volumes were estimated by adding to existing traffic counts the additional traffic generated by approved but not yet constructed developments in the area. The study uses a growth factor of two-percent per year until the project opening date to represent traffic growth on El Camino Real.
- *Background Plus Project Conditions*. Background plus project traffic volumes were estimated by adding to background traffic volumes the additional traffic generated by the project. Background plus project conditions were evaluated relative to background conditions in order to determine potential project impacts.

The TIA also analyzed potential impacts to pedestrians, bicycles, and transit services from the project, vehicle queuing at intersections, traffic added to Distel Drive and Clark Avenue due to cut-through and school related trips, and site access and on-site circulation. Based on this analysis, the TIA made the following findings:

- All of the studied intersections would operate at acceptable levels of service under all analysis scenarios.
- The queuing analysis indicates that the 95th percentile vehicle queue for the westbound left-turn lane at the El Camino Real/Distel Drive intersection currently exceeds the existing vehicle storage capacity during the AM peak hour and would continue to do so under background conditions. The project would not increase the 95th percentile vehicle queue for the westbound left-turn lane during AM and PM peak hour, however, there is no room in the median to lengthen the left turn pocket.
- Distel Drive would likely be used as a route to return from Los Altos High School and Almond Elementary School to the project site. It is estimated the project would generate 23 school trips during the AM peak hour. Distel Drive could be used as a cut-through street to San Antonio Road via Jordan Avenue. However, only an increase in outbound traffic in the AM peak hour is anticipated. In other time periods the traffic would be reduced. The AM outbound traffic increase would be very small to the south, and more than offset by decreases in northbound AM peak hour traffic; and the PM peak hour traffic would be reduced.
- Clark Avenue would likely be used as a route going to Almond Elementary School and Los Altos High School, but not likely to be used to return to the project site. Clark Avenue provides a direct route to Almond Elementary School. Traffic would likely use Casita Way to Marich Way to Distel Drive to return to the project site. Due to having a direct route from El Camino Real to Almond Avenue, traffic going to and from the project may use Clark Avenue as a cut-through street. However, only an increase in outbound traffic during the AM peak hour is anticipated. Traffic in other time periods would be reduced. The AM outbound traffic increase would be very small to the south, and more than offset by decreases in northbound AM peak hour traffic; and the PM peak hour traffic would be reduced.

In addition to the findings, the TIA provided three recommendations to enhance vehicle circulation, parking usage and bicycle parking as follows:

- "Do not enter" signs and "one-way only" markings should be installed at the one-way western driveway to inform drivers not to enter the driveway. In addition, "right-turn only" signs should be installed at the western and eastern driveways to inform drivers exiting the project site.
- The site plan shows multiple dead-end parking aisles. The dead-end aisle spaces should be reserved for residents, and guest parking should be located near the driveway ramp.
- Some of the Class I bicycle parking should be moved to the ground floor.

These recommendations have been incorporated into staff's recommendations, which can be found at the end of the report.

Parking

For multiple-family projects that include at least 10 percent of the units as affordable (below market rate) and are within ¼ mile of a major transit stop, an on-site parking requirement of ½ space per bedroom is permitted (Zoning Chapter 14.28.040.G.2). Since the project has 196 units, with a total of 338 bedrooms, a minimum of 171 on-site parking spaces are required by the Code. As shown on the project plans, the project is providing a total of 290 on-site parking spaces, which includes 236 spaces in the underground garage for the condominiums, 48 garage spaces for the townhouses and six surface guest parking spaces along the parameter access road. Thus, the project is significantly exceeding the Zoning Code's on-site parking requirement for a project that includes affordable units and is accessible to public transit.

To determine if the project's proposed on-site parking supply would be adequate to meet parking demand, the TIA included a parking analysis. The traffic engineer used a parking supply study prepared by Fehr & Peers, which looked at 17 residential developments in Mountain View, Palo Alto, Sunnyvale, and Santa Clara, to establish average parking supply and demand rates for similar multiple-family residential developments. Based on the findings in the parking study, the average parking demand rate for affordable housing was found to be 0.65 spaces per bedroom and 0.70 spaces per bedroom for market rate housing. Using these ratios, a parking demand analysis was developed as follows:

Proposed Unit Types		*Number of Units*	*Bedrooms*	*Study Rate (per bedroom)*	*Parking Demand (Spaces)*	*Parking Provided*
Condominiums						
Affordable	1-bedroom	12	12	0.65	8	
	2-bedroom	12	24	0.65	16	
Market Rate	1-bedroom	68	68	0.70	48	
	2-bedroom	78	156	0.70	109	
	3-bedroom	2	6	0.70	4	
Total		**172**			**185**	**236**

Proposed Unit Types	*Number of Units*	*Bedrooms*	*Study Rate (per bedroom)*	*Parking Demand (Spaces)*	*Parking Provided*	*Proposed Unit Types*
Townhomes						
Affordable	2-bedroom	2	4	0.65	3	
	3-bedroom	2	6	0.65	4	
Market Rate	2-bedroom	2	4	0.70	3	
	3-bedroom	14	42	0.70	30	
	4-bedroom	4	16	0.70	11	
Total		**24**			**51**	**54**[3]
Project Total					**236**	**290**

Since the number of on-site parking spaces will exceed the anticipated parking demand, the parking supply is adequate to serve a project of this size and type.

Transit Stop

The project El Camino Real frontage, just south of the Rengstorff Avenue intersection, includes an existing bus stop that serves VTA bus line 22. As part of the project, this bus stop will be rebuilt with a footprint that better aligns with the new sidewalk. The actual design of the new bus stop will be completed in consultation with VTA after project entitlement, but staff is working with the applicant to ensure that the bus stop has enhanced features to improve rider experience and support maximum usage.

Bicycle and Pedestrian

As recommended by the VTA guidelines, the project should provide at least 66 Class I bicycle parking spaces and 14 Class II spaces. As specified on the Garage Floor Plan (A1.0), a total of 84 secure bike storage spaces in the underground parking garage are proposed. In addition, seven U-shaped bicycle racks, which each provide two Class II spaces, are proposed near the lobby entrances for the two condominium buildings (see sheet L-1.0). In addition, each townhouse unit has a two-car garage that could provide one or more Class I equivalent bicycle parking space(s) for that unit. While specifically accounted for in the TIA, townhouse garages have clear capability to accommodate bicycles even when being used for vehicle parking, so 24 additional Class I spaces (one per townhouse unit) should be acknowledged as being part of the project.

To ensure that there is adequate short-term bicycle parking, and to be consistent with the TIA's recommendation to move or add some Class I spaces on the ground floor, staff is recommending that additional Class I and II bicycle parking spaces be provided in visible and accessible locations around the project site. Overall, with the staff recommendations, the project will exceed the VTA Guidelines for bicycle parking spaces for both residents and guests.

The project will be replacing the public sidewalk along its El Camino Real frontage and improving the pedestrian environment at the signalized intersection with Rengstorff Avenue. Along El Camino Real, a landscape strip with street trees will separate the sidewalk from the back of curb. The sidewalk will

[3] This number includes 48 garage parking spaces and six visitor parking spaces.

be 12 feet wide, with a second row of street trees and landscaping along the back of sidewalk. The driveway that accesses the underground garage will function as the forth leg of the El Camino Real/Rengstorff Avenue intersection and a new crosswalk will be installed across it at the street frontage interface. The crosswalk across El Camino Real (northwest leg) will also be realigned to better connect with the new sidewalk. Interior to the site, new pathways and other pedestrian amenities will be provided. The project plans include details and illustrative drawings to demonstrate the proposed pedestrian and user amenities. Overall, the project's pedestrian amenities and improvements appear to meet or exceed all applicable City policies and guidelines.

Environmental Review

This project will require an environmental initial study and a Negative Declaration as required by the California Environmental Quality Act. This evaluation is currently underway and will be completed prior to review by the Planning Commission.

Attachments:

A. Transportation Impact Analysis, Hexagon Transportation Consultants
B. Project Plans

RECOMMENDATIONS

5150 El Camino Real – 18-D-05

1. Install "Do not enter" signs and "one-way only" markings at the one-way western driveway to inform drivers not to enter the driveway, and install "right-turn only" signs at the western and eastern driveways to inform drivers exiting the project site.

2. In the underground parking garage, the dead-end aisle parking spaces shall be reserved for residents, and guest parking shall be located near the driveway ramp in more visible and accessible locations.

3. Provide additional Class I and Class II bicycle parking at grade level (first floor), placed in visible and accessible locations.

4. The bus stop shall be rebuilt to include enhanced features to improve rider experience and support maximum usage.